R E P O R T  R E S U M E S

ED 017 047 EA 001 039

THE NEGRO AND HIGHER EDUCATION IN THE SOUTH.

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SOUTHERN REGIONAL EDUCATION BOARD, ATLANTA, GA.

PUB DATE AUG 67

EDRS PRICE MF-$0.25 HC-$2.16 52P.

DESCRIPTORS- EDUCATIONALLY DISADVANTAGED, CULTURALLY DISADVANTAGED, *HIGHER EDUCATION, *NEGROES, *SOUTHERN STATES, *EQUAL EDUCATION, *REGIONAL PLANNING, POST SECONDARY EDUCATION, CURRICULUM DEVELOPMENT, INTERINSTITUTIONAL COOPERATION, GRADUATE STUDY, ADMINISTRATION, FINANCIAL SUPPORT, COMPENSATORY EDUCATION, ADULT EDUCATION PROGRAMS, ADMISSION CRITERIA, CHURCH RELATED COLLEGES, JUNIOR COLLEGES, ATLANTA,

THIS STATEMENT BY THE SOUTHERN REGIONAL EDUCATION BOARD'S COMMISSION ON HIGHER EDUCATIONAL OPPORTUNITY RECOMMENDS THAT EDUCATIONAL LEADERS IN THE REGION AIM FOR PROVIDING EQUAL HIGHER EDUCATIONAL OPPORTUNITIES FOR NEGROES IN THE SOUTH. THREE MEASURES ARE ESSENTIAL TO THE REALIZATION OF THIS GOAL--(1) IMMEDIATE STEPS TO HELP NEGRO COLLEGE STUDENTS OVERCOME THE HANDICAPS OF EDUCATIONAL DISADVANTAGEMENT AND CULTURAL DEPRIVATION, (2) LONG-RANGE PLANS TO COMPLETE THE EVOLUTION OF THE SOUTH'S DUAL SYSTEM OF HIGHER EDUCATION INTO A SINGLE SYSTEM SERVING ALL STUDENTS, AND (3) ENGAGEMENT OF ALL TYPES OF EDUCATIONAL RESOURCES TO ACHIEVE EQUALITY OF EDUCATIONAL OPPORTUNITY. THE SOUTH'S 104 TRADITIONALLY NEGRO INSTITUTIONS REQUIRE DRASTIC CHANGES IF THEY ARE TO MATCH THEIR WHITE COUNTERPARTS IN ADMISSION STANDARDS, BREADTH AND DEPTH OF CURRICULUM, QUALITY OF INSTRUCTION, AND PREPARATION OF STUDENTS FOR EMPLOYMENT. THEY ALSO FACE SERIOUS FINANCIAL, ADMINISTRATIVE, AND TEACHING PROBLEMS. GENERAL AND SPECIFIC RECOMMENDATIONS ARE AIMED AT SOLUTION OF THESE PROBLEMS. THIS STATEMENT WAS PREPARED BY THE COMMISSION ON HIGHER EDUCATIONAL OPPORTUNITY IN THE SOUTH FOR PRESENTATION TO THE ANNUAL MEETING OF THE SOUTHERN REGIONAL EDUCATION BOARD (WHITE SULPHUR SPRINGS, WEST VIRGINIA, AUGUST 29, 1967). (HM)

ED017047

# THE NEGRO & HIGHER EDUCATION IN THE SOUTH

*A Statement by the Commission on Higher Educational Opportunity in the South*

EA 001 039

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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*A Statement by the Commission on Higher Educational Opportunity in the South*

AUGUST 1967

*Published by the*
SOUTHERN REGIONAL EDUCATION BOARD
*130 Sixth Street, N. W.*
*Atlanta, Georgia 30313*

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# Introduction

Today there is unprecedented urgency about insuring equal opportunity for Negro Americans. Progress toward this goal can no longer be measured—if indeed it ever could—against the neglect of the past; it must be measured against the distance from here to equality. Inaction and half-measures can only result in prolonged national agony.

For years, it has been recognized that equal educational opportunity is central to the Negro's achievement of social and economic equality and full citizenship. In 1966, the Southern Regional Education Board, with the support of a grant from the Carnegie Corporation, initiated a project devoted to encouraging and assisting Southern states and institutions in sound planning and action to provide equal opportunity for Negroes in higher education.

For general direction of the project and its staff, SREB appointed the Commission on Higher Educational Opportunity in the South. When the staff set to work in August, 1966, its first assigned task was to examine the status of the South's predominantly Negro colleges, suggest the roles these institutions might play in the immediate and long-range future, and initiate programs to help prepare the institutions for these roles.

Three ground rules governed the staff in carrying out its charge: (1) The predominantly Negro institutions were not to be considered in isolation from the rest of the higher educational system, but as part of a single whole; (2) the roles suggested for the Negro institutions were not to be separate, equal and duplicating, but complementary to the roles played by other types of institutions; and (3) the emphasis was not to be on the past or the present, but on the future.

As a result, this initial report, prepared by the project staff and endorsed* by the commission, focuses on the predominantly Negro colleges, but always in the context of the total problem of equality of higher educational opportunity, always in terms of functions which will be necessary either in the immediate or the long-range future and for which these institutions, because of their particular resources and traditions, may be uniquely suited.

This report attempts to deal with the major problems the South faces in providing equal higher educational opportunity for all. The general conditions and needs which are cited do not apply invariably to all Southern states or to all institutions within those states. They do apply with sufficient frequency, however, to require attention.

In preparing this report, the project staff has examined related studies and other published material, consulted with individuals and groups concerned with the higher education of Negroes, and

gathered new data. Dr. Earl J. McGrath provided particular assistance by allowing access to the files he compiled when preparing his study, *The Predominantly Negro Colleges and Universities in Transition* (Teachers College, Columbia University, 1965).

During the months this report has been in preparation, the reality of unequal opportunity for the nation's Negro citizens has been underscored by repeated flareups of unrest and discontent in urban ghettos and, increasingly, on the campuses of Negro colleges in the South.

While the demonstrations reflect a national condition, the protests on these particular campuses have a dimension of their own. They stem from increasing disenchantment and frustration among young Negroes. When violence accompanies the demonstrations, the task of securing public understanding of the future role of the traditionally Negro colleges becomes more difficult.

The disenchantment of young Negroes, while sometimes misdirected, arises from real circumstances: new job opportunities are not open to Negroes who lack adequate education and training; automation is shrinking the market for unskilled labor and expanding the educational requirements for employment and security; the Negro migration from rural to urban environments without sufficient preparation only increases the density of disillusioned dwellers in the already smoldering ghettos.

These realities compel thoughtful Americans to confront—head-on—the need to provide equal educational opportunity for all. For the traditionally Negro colleges and universities, they render essential the termination of separate standards. Graduates of these institutions must be comparable to graduates of standard institutions, and this upgrading must be accomplished—somehow—while the colleges continue to admit many students who are less well prepared for college entrance than their white contemporaries. The stern reality—and it must be faced—is that some colleges may not be able to measure up to this necessity.

At the same time, the rapidly rising costs of higher education have made it impossible to justify the economics of a dual system of public institutions. State and regional planning for the maximum use of all facilities and resources is essential if the desired educational quality is to be achieved with available funds.

This report is designed to serve as a springboard for action which will provide equal and broader educational programs for Negroes in the South, lead to improved instruction and carefully planned development at traditionally Negro colleges, and encourage the Southern states to shape public policies aimed at forging a single, high quality system of higher education for all their citizens.

*See Appendix A, page 43

*CHAPTER 1*

# The Traditionally Negro Colleges

The nation is committed, legally and morally, to insuring equal opportunity for all of its citizens in all aspects of life, and education bears the fundamental responsibility for fulfilling this commitment. In the South, following a century of separate and inferior education for Negroes, the task is awesome, for the gap in educational achievement is a well-established fact.

At the college level, the problems are disturbingly complex. On the one hand, higher education is an increasingly common requirement for employment and advancement. On the other, the agonizing process of school desegregation and the fledgling efforts to educate disadvantaged children have not yet resulted in the adequate preparation of large numbers of Negroes for college entrance.

While elementary and high school resources for Negro students are slowly improving, every effort must be made to expand the extent and improve the quality of post-high school educational programs for Negroes. This expansion must include the strengthening of existing institutions and the development of new programs.

The Southern Regional Education Board's Commission on Higher Educational Opportunity enunciates, and commends to leaders throughout the region, this goal:

**To provide equal higher educational opportunity for Negroes in the South.**

In order to realize this goal as swiftly as possible, the commission urges a firm regional commitment to these three essential measures:

**1. Immediate steps should be taken to help Negro college students overcome the handicaps of educational disadvantage and cultural deprivation.**

**2. Long-range plans should be devised to complete the evolution of the South's dual system of higher education into a single system serving all students.**

**3. All types of educational resources, including traditionally Negro colleges and universities, should be engaged in a massive effort to achieve equality of educational opportunity.**

Inevitably, the last-stated measure raises questions about the future of the South's 104 traditionally Negro institutions. While they have made important contributions to the advancement of the Negro in American life in the past, it has been well-documented that—as a group and for many reasons—these institutions do not provide equal higher educational opportunity for their students. They do not match their predominantly white counterparts in admission standards, breadth and depth of curriculum, quality of instruction, or preparation of students for employment. They are plagued by grave financial, administrative, and teaching problems.

Obviously, if they are to become equal participants in Southern higher education, drastic changes will be necessary. It will take time and greatly increased financial support to prepare students for equivalent academic work, to develop faculty, to correlate educational programs. The services rendered by these institutions in the past may have been consistent with the limited aspirations permitted to Negroes in a segregated society; they certainly will not suffice for contemporary students who have heard the promise of equal opportunity and are demanding its fulfillment.

It has been argued that the Negro institutions should simply be closed or "phased out" of existence. That may prove to be the sensible course for some of them, but it would be tragic to assume that general action of this nature would further the cause of equal educational opportunity at this time.

In fact, many of the traditionally Negro colleges and universities, if sufficiently strengthened, can contribute greatly to the South's effort to provide equal education to Negroes, particularly during the transitional period ahead. They have long dealt with disadvantaged students; many of them are a source of pride to the Negro community; and most important, they are where the Negro students are, some by choice and others by necessity.

In 1966-67, the 104 institutions in the Southern states had a total enrollment of 123,556. The 35 public institutions enrolled 80,866, and the 69 private institutions enrolled 42,690. Thus, about one-third of the institutions are public, but they enroll about two-thirds of the students.

Only about 15 percent of the region's college-age Negro population was attending college last fall, in sharp contrast to the nearly 44 percent enrollment of college-age whites. In addition to the 123,556 Negroes enrolled in the South's traditionally Negro institutions, there was a modest Negro enrollment in predominantly white institutions. Even allowing for some migration of Negroes to colleges in other regions, however, the fact remains that of the South's approximately 846,000 college-age Negroes, more than half a million were not enrolled in any institution of higher education.

From 1963-64 to 1965-66, enrollments in the Negro institutions increased 21 percent, only slightly lower than the national rate of increase for all institutions. At the public Negro colleges, the increase was 24.6 percent, and at the private ones, 14.7 percent. A state-by-state comparison of 1966-67 enrollments may be found in Table 1, Appendix B. The differences between states are quite marked. In South Carolina, 71.2 percent of the students attending Negro colleges are in private institutions; in Maryland, Oklahoma, and West Virginia, 100 percent are in public institutions.

Public Negro institutions fall into three categories: 14 are land-grant colleges, 17 are state colleges and universities, and four are junior or community colleges. The private institutions include 48 senior colleges, 19 junior colleges, and two specialized institutions,

Meharry Medical College in Nashville and the Interdenominational Theological Center in Atlanta.

Mississippi has more Negro institutions—14—than any other state, and Oklahoma is at the other end of the scale with only one. (Locations of the institutions are shown in Table 2, Appendix B.)

As of December, 1966, 71 of the Negro colleges were accredited by the appropriate regional agencies. Of the 33 which were not, only four—a senior college and three junior colleges, all in Mississippi—are public. The 29 unaccredited private institutions include 13 senior colleges and 16 junior colleges. (The state-by-state distribution of accredited institutions is listed in Table 3, Appendix B.)

Graduate and professional degrees are offered by 21 Negro institutions in the South. Only one, Atlanta University, offers the Doctor of Philosophy degree. Meharry offers Doctor of Medicine and Doctor of Dental Surgery degrees, and Tuskegee Institute offers the Doctor of Veterinary Medicine degree. All other graduate programs lead to the master's degree.

Of the 21 institutions offering graduate work, 14 are public, including nine land-grant colleges. (See Table 4, Appendix B, for distribution by state.) Alabama, Georgia, and Tennessee have three institutions apiece which offer graduate work. Arkansas, Kentucky, Oklahoma, and West Virginia have none.

There are only four predominantly Negro public junior colleges, officially listed as such, in the region. Most of the South's junior colleges were established recently and have not developed a tradition of racial separation. In most states where segregated junior colleges were established, the Negro campuses have been merged with their white counterparts. A few campuses remain predominantly Negro in actual enrollment but are seeking to lose their identity as junior colleges primarily for Negroes.

Most of the private institutions for Negroes were church-related at the time they were founded, and many of them still are. Some of the churches involved are of predominantly white membership, others predominantly Negro.

Against this background, the South must determine how to marshal the resources of its traditionally Negro institutions as part of a massive thrust, involving all levels and types of education, to translate commitment to equal opportunity into real equality.

For the public institutions, this means that state planning is imperative, that the role of the traditionally Negro institution must be redefined so that its purpose and program become truly a part of a statewide system's purpose and program. Furthermore, methods must be devised to raise standards so that the graduates of these institutions are as well prepared as those of quality institutions, and while this improvement is in process, it will be necessary for the Negro colleges to continue to admit many students whose preparation is not equivalent to that of their white contemporaries.

Large numbers of Negro students also must be admitted to other institutions and to new kinds of post-high school educational programs.

State planning must be comprehensive. It must be aimed at providing as wide a range of post-high school educational opportunity for Negroes as for whites. Planning for Negro institutions must be related to planning for predominantly white colleges and universities, for junior colleges and vocational and technical schools. Only through access to the diversified curricula offered by all institutions will the Negro actually achieve his goals.

For the private institutions, similar planning must be undertaken by governing boards, whether they are church bodies operating several colleges or independent boards of trustees responsible for only one. While these institutions do not share responsibility for accommodating masses of students, many of them face far more severe financial problems than the public colleges, and they frequently suffer from enrollments which are too small to support adequate curricula.

As a necessary first step in planning, the governing board and administration of each Negro institution should undertake a major restatement of its role and scope—what the college is and what it should be in the future—and should project the action required to produce the changes. If an institution is part of a public or church-related system, its role should be defined in relation to the roles of the other institutions in the system. Wherever possible, public and private institutions should engage in cooperative and coordinated planning, as well.

Each of these projections should be imaginative, creative and, above all, realistic. Institutional planning should be based on an assessment of the abilities, interests, and aspirations of the students to be served. It should be limited only by an honest appraisal of the financing and other resources available.

The remainder of this report focuses on the major problems of the traditionally Negro colleges and suggests action which might strengthen them and merge them into a single system of higher education for all Southerners. The purpose is not to cling to the wornout theory that separate can be equal. Instead, it is to recognize that all viable educational resources must be mobilized for the drive to equality and excellence. Some of these colleges, which have been "for Negroes only," can and should make valid and valuable contributions to the education of all citizens.

*CHAPTER 2*

# Curriculum

## UNDERGRADUATE PROGRAMS

Undergraduate courses of study at the South's traditionally Negro colleges generally do not meet contemporary student needs. Curriculum changes are dictated too often by expediency and compromise. There is too little attention paid to career opportunities now open to Negroes, and there is insufficient effort to cope with the explosion of new knowledge.

Catalogs from a majority of the Negro colleges indicate that requirements in general education—the courses all students must take in order to graduate—are still stated in terms of so many credit-hours in the sciences, the social sciences, the humanities, and, at the church-related colleges, in philosophy and religion. While many other institutions are exploring new ways to impart a basic understanding of civilization, most Negro colleges cling to an encyclopedic approach which cannot equip students to cope with the complexities of modern culture.

In curriculum organization, the Negro colleges show a similar lack of experimentation. Few attempts are made to develop courses which cross disciplinary or departmental lines, to encourage independent study programs, to infuse non-Western cultural materials into the basic curriculum.

The general education program should be more finely attuned to the needs of students. Many students enter these colleges ill-prepared, with gaps to be filled in their educational background. Summertime readiness programs and brief on-campus orientation periods alone cannot do the job. There must be a readiness program built into the basic college studies.

Similar deficiencies mark the major degree offerings. Programs leading to the bachelor's degree should—but often do not—reflect the vocational opportunities available to graduates. There is a marked scarcity of Negro graduates who are both trained and qualified for many positions now open to them. In the past, teaching offered the greatest number of Negro students a sound career opportunity, but today qualified graduates can enter the sciences, many businesses, all branches of government service, library administration, and many other fields.

Major degree programs, however, should not be devoted to training for specific jobs. It is far more important to modify programs and courses so that students receive the background they will need in order to embrace vocational opportunities in their chosen fields. In American society, a college degree is a badge of preparedness, but some graduates of Negro colleges have found it is a hollow symbol because their preparation has been inadequate.

Some of these institutions offer major programs for which there is little student demand. Counseling services are frequently inade-

quate, and students are not made aware of the avenues some courses will open to them after graduation.

Frequently, degree programs are developed without regard for their availability at other institutions, and valuable resources are wasted on unnecessary duplication. For the traditionally Negro college, this sort of programming is particularly regrettable because resources are so severely limited.

A comprehensive curriculum revision should be undertaken by each Negro institution. Both general education requirements and major degree offerings should be reviewed, and not only course offerings but the contents of each course. Throughout, the prime focus should be on student interests, abilities, needs, and opportunities.

The commitment to modernize curricula should have the support of public and private funds so that the task may be done properly and may result in prompt action. New approaches to curriculum organization and new teaching techniques should be explored thoroughly.

Revised degree offerings should reflect new career opportunities for students. No new program should be recommended unless the institution is able to support it with competent faculty, necessary teaching resources, and sufficient enrollment to provide a sound faculty-student ratio. Standards should be established which will insure that graduates are qualified in their chosen fields.

No program should be inaugurated if other resources are adequate to meet the needs of Negro students. If the traditionally Negro college is to be of maximum assistance in meeting the needs of its students, it must recognize that no single institution can provide all of the programs required, that the state's total resources must be a part of curriculum planning. For public institutions, this principle is mandatory, and it is highly recommended for private ones, as well.

## Preparation for graduate study

During this period of transition, while the Negro college's role is being redefined and its standards raised, it will continue to serve the vital function of admitting many disadvantaged students. As undergraduates, they will need special training to overcome deficiencies in their preparation.

Many of these students will want to seek advanced degrees, and if they have the ability to succeed, every effort should be made to give them the opportunity to do graduate work. A major difficulty will be that some of the gaps in early education may not have been filled. A graduate student is severely handicapped if he lacks skill in written expression and the use of library resources and statistical data.

Each Negro undergraduate college should take steps to prepare capable students for graduate work. The faculty should identify such students as early as possible, encourage them to continue their

studies, and assist them in seeking financial support for, and gaining admission to, graduate school. During the junior and senior years, the undergraduate faculty also should provide more instruction in the techniques needed for graduate study.

Further cooperation between undergraduate Negro colleges and major universities will be necessary as a means of introducing Negro students to graduate work. For instance, a university might offer some courses at a college, preparing the student for more advanced study on the university campus. Well-financed pilot programs should be developed which would result in statewide programs of orientation and preparation for graduate work.

## GRADUATE PROGRAMS

Historically, the pressure to provide separate but equal education was a key factor in the establishment of graduate programs at the traditionally Negro colleges, particularly the public ones. A number of graduate programs were initiated by colleges without the financial and teaching resources required. Some have since matured into acceptable offerings; some remain weak.

Today, two forces are at work in the Negro colleges. One is apprehension that graduate studies may be phased out of these institutions. The other is on-campus pressure to expand graduate offerings.

Two of the 21 Negro institutions with graduate programs, Meharry Medical College and the Interdenominational Theological Center, offer specialized post-baccalaureate courses exclusively. The other 19 all offer the master's degree in education, and six of them limit their graduate programs to this field. Five offer the master's degree in a few other academic fields, and the remaining eight offer the master's degree in 10 or more fields.

In all, there are 20 fields other than teacher-training in which the master's degree is offered. The most frequent programs are chemistry, at 10 institutions; English and history, at eight each; biology, at seven; and mathematics, at six.

Significantly, these are all fields in which graduate programs are available at major state universities which now admit Negro students.

In 1964-65 and 1965-66, five Negro institutions offering master's degrees in teacher-training and at least 10 other fields awarded 907 advanced degrees. Of this total, 711 were in education and 196 in all other fields combined. On the average, only two or three degrees were granted by a single institution in any one academic field in either of the two years. It must be noted, too, that some of the degrees in academic fields were awarded to students training to become teachers.

With the exception of Atlanta University and a few other institutions, the major thrust of graduate departments at Negro colleges

is in teacher education. At one time, these institutions provided Negroes their only opportunity for graduate education in the South, and teaching was the choicest career open to significant numbers of them. Neither condition prevails today.

Now, the Negro institution should not offer a graduate program unless it can meet the criteria—adequate financial support, faculty, library and other facilities, supporting disciplines—which any good institution is expected to meet.

Too many of the graduate programs at Negro colleges stretch the institutions' resources dangerously thin, weaken the undergraduate programs, duplicate the offerings of other institutions, and fail to meet the prime obligation to their students: providing a degree of standard quality which will lead to further opportunity.

The principles stated for graduate programs should be applied to professional training in medicine, nursing, law, social work, library science, journalism, and other fields, as well.

Each Negro institution which offers advanced degrees should reconsider its role and thoroughly evaluate its programs in graduate and professional education. The role should be defined in relation to all graduate resources in the state, and the key questions should be whether the qualified Negro student has other opportunities to enter the graduate field of his choice, and whether the degree he earns at the Negro college is equivalent to the one he might earn elsewhere.

If programs are found to be sub-standard, too costly in terms of enrollment size, and unnecessary to provide opportunity for Negro students, they should be discontinued.

No program should be phased out, however, without making other provisions for meeting student needs or without allowing time for students already enrolled to complete degree requirements. Provision should be made for utilization and relocation of faculty members.

No new graduate or professional program should be initiated by a Negro college unless it can attract and serve students regardless of race. An institution's tradition of serving only Negroes should not prevent it from assuming a meaningful role in an emerging single system of higher education for all students.

## AGRICULTURE

The Second Morrill Act, passed in 1890, required that vocational curricula at land-grant colleges be available to students regardless of race. As a result, 17 Negro land-grant colleges were established in the South. Through the years, they have emphasized the vocational aspects of such curricula as agriculture, home economics, industrial arts, and, to some extent, engineering and technology.

These programs generally are not equivalent to those offered by the traditionally white land-grant institutions. In West Virginia, the land-grant functions of the Negro institution were transferred

to the white institution a decade ago, but in the other 14 states, the dual land-grant systems continue to exist. Of all the students enrolled in traditionally Negro colleges, one-third attend land-grant institutions.

As dual systems of public higher education are eliminated, however, states will have to examine the duplication of offerings at their land-grant colleges. Agriculture, in particular, needs prompt attention. This field has become increasingly specialized, with greater emphasis on the basic sciences and an increasingly direct relationship to economics.

As a result, costs—for equipment, facilities, and faculty specialists—have risen sharply. The resource gap between white and Negro institutions has widened. At one Negro college, the cost of raising facilities to a level matching that of facilities on the white campus was estimated first at $8 million, then at $10 million. Neither figure included the cost of providing an equivalent faculty.

At the same time, enrollments in agriculture have been declining. In the Negro colleges, the decline has been precipitous. For example, when West Virginia State College dropped agriculture from its curriculum in 1957, it had been attracting about 10 agriculture majors a year. Since then, Negro students seeking degrees in agriculture have been readily admitted to, and graduated from, traditionally white West Virginia University.

Few states, if any, can afford to finance equivalent dual programs in agriculture, and the per-student cost becomes prohibitive for institutions with few agriculture students.

In most states, financial necessity already has led to consolidation of some aspects of the agriculture program. Generally, the administration of agricultural experiment stations and extension services is centered at the predominantly white land-grant college, with some Negro staff members there and some involvement of the faculty of the Negro college. Similarly, agricultural research is administered by the white institution, and most of it is conducted there. The Negro colleges generally lack the facilities and staff for advanced research.

Each state, through its coordinating agency for higher education or through a special committee of institutional and educational officials, should undertake a thorough review of the roles performed and the programs offered by its two land-grant institutions.

Alternative means of reducing the costs and increasing the efficiency of agriculture programs should be explored. Two obvious alternatives are (1) to discontinue the weaker of the two programs, and (2) to develop a single cooperative program using the resources and facilities of both campuses, if it is geographically feasible.

Criteria employed in reaching the decision should include evaluation of the quality of both the Negro and white programs, their

faculties, enrollments, instructional costs per student, strength in the basic sciences.

Whatever decision is reached, the responsible agency should insure equality of opportunity for all agriculture students regardless of race.

## INTERINSTITUTIONAL COOPERATION

Cooperative programs involving two or more institutions of higher learning offer great potential for strengthening the curricula of Negro colleges and providing equal opportunity for their students. To date, however, the possibilities of such arrangements have not begun to be realized, although some Negro and white institutions are making limited use of them.

Interinstitutional cooperation takes many forms. It can involve only two institutions or as many as a dozen or more. They may be located in a single metropolitan area, a single state, a group of states, throughout the South or, indeed, the nation. The institutions may be public, private or both. They may all be predominantly Negro, or Negro and white institutions combined. Some arrangements are for short periods of time and aim at accomplishing specific purposes; others are long-term with broader goals; a few are permanent.

At this point, the most common arrangements among the traditionally Negro colleges are temporary, sparked by federal grants for developing institutions and institutional research. Perhaps they will lead to more permanent arrangements, but there are no signs this will happen.

Frequently, the Negro institutions fear a loss of autonomy or the disturbance of their institutional structures. This fear is sometimes so strong that serious consideration of long-term cooperative arrangements is avoided, despite the trend toward larger—and more economical—operational units in American higher education generally.

The most productive arrangements so far have been those developed to reach specific goals through specific programs. Other arrangements, unfortunately, have been designed primarily to secure funds which are available for interinstitutional cooperation, and these arrangements have been entered without agreement on specific goals and programs; the result sometimes has been disenchantment with the whole idea. In some cases the cooperation is chiefly a paper agreement.

Among public institutions, cooperative programs should be easier to develop than they often are. In many states, different boards govern different types of institutions, and these boards may oppose interinstitutional agreements in which some measure of control must be yielded for the common good.

Among private colleges, there have been instances where relatively weak institutions located near each other have been unable to

reach agreements which could have strengthened all of them. The value of cooperation, however, may be seen in the joint church support of such institutions as Huston-Tillotson College and Dillard University.

Governing boards, both public and private, should insist on thorough exploration of possibilities for improving educational quality through interinstitutional cooperation, particularly long-term programs.

Responsibility for the preliminary studies and planning should be assigned to the administrations and faculties of the institutions involved, but if outside consultants are required to penetrate resistance to change, they should be commissioned by—and report to—the governing board.

Cooperative agreements should be regarded as a means of relieving faculty shortages and giving students access to a wider variety of course offerings of acceptable quality than a single college can provide.

Arrangements between traditionally Negro colleges and other Southern institutions should be designed to provide benefits in both directions, rather than making passive recipients of the Negro colleges. The type of consortium under way in North Carolina's Piedmont section, in which traditionally Negro colleges participate simply because they are there, not because they are Negro, is exemplary.

For colleges with fewer than 1,000 students, serious thought should be given to permanent interinstitutional agreements leading to coordinate colleges or institutional mergers. For many private junior colleges, and some private senior colleges, this may be the only viable alternative to ceasing operations altogether. Some institutional arrangements will not meet needs short of consolidation.

In states with different boards governing different institutions, successful interinstitutional programs may depend upon the creation of a commission to plan the use of state resources for the benefit of all higher education. This possibility should be explored.

*CHAPTER 3*

# Instruction

Certain criteria are commonly used to evaluate the quality of instruction provided by an institution of higher learning. They include faculty training levels; the adequacy of physical facilities, libraries and other instructional resources; and the quality and extent of experimental innovation.

The status of instruction at traditionally Negro colleges and universities in the South, in terms of these criteria, is below the average for other institutions of comparable size and programs.

## FACULTY

At the Negro colleges, faculty quality is paramount in importance. To a great extent, the success of the institutions in providing students with equal educational opportunity depends on the quality of classroom teaching. It needs to be more than "as good as" classroom teaching in the traditionally white colleges; it needs to be better. The finest instructional techniques are required.

Currently, faculty training does not match the level at comparable institutions. In his recent study of the Negro colleges, Dr. Earl McGrath regards this as the major weakness of the Negro colleges. The prime reasons for it are that highly trained Negro college teachers are in short supply; that they are in great demand, not only at Negro colleges but at predominantly white ones across the nation; and that the Negro colleges cannot compete effectively in terms of salary. If they are to attract outstanding white and Negro teachers, this situation must change. At present, salary scales at Negro colleges are below the national average, and in many cases below regional and state averages.

Teaching loads and other institutional responsibilities tend to be so heavy that faculty members do not have sufficient time to plan new approaches to classroom work, counsel with students, or pursue their own professional improvement. Additionally, faculty members are not as active as they should be in the organizations which provide for the exchange of information and ideas with other professionals in their special fields.

It should be understood that the necessary faculty improvement cannot be accomplished simply by raising salaries and providing more and better teaching aids. The problem runs deeper than that; it involves psychological attitudes which have resulted from years of deprivation and hopelessness. What is needed is a general revitalization of the teaching and learning atmosphere at the Negro colleges, a rebirth of enthusiasm and eagerness to teach, secure in the knowledge that resources will be provided as necessary and that the students will have opportunities during and after college to inspire and motivate them.

Efforts to improve Negro college faculties are under way, supported by federal funds and private philanthropies. For example,

the Council of Southern Universities, with a major grant from the Danforth Foundation, is providing financial assistance for the graduate training of persons who expect to teach at Negro colleges. Efforts of this kind will increase the number of qualified faculty members available, but improved salary scales are necessary if the Negro colleges are to compete successfully for their services.

Recipients of financial aid for graduate training to prepare them to teach in Negro colleges should be urged not only to secure their doctorates but to develop their teaching skills.

Each Negro institution will require help in its efforts to assemble a faculty which meets training standards. Meeting these standards will not insure superior classroom teaching, but is prerequisite to it.

Academic deans and department chairmen should be helped to stimulate faculty experimentation in new teaching techniques, striving for freshness in instruction and a sharper focus on the learning process.

Negro college administrations should motivate and recognize excellent teaching—based on classroom performance, not artificial criteria such as earned degrees, previous experience and seniority—and they should do so in tangible ways, through salary increases, promotions, and adjusted workloads in support of instructional innovation. This need is acute at developing institutions which are struggling to become accredited and sometimes value a Ph.D. more than classroom teaching skills. Particular efforts should be made to reward teachers who succeed in significantly raising the achievement levels of disadvantaged students.

Good teaching should be rewarded in less tangible ways, too. The status of the good teacher within the college community should match the value of his work. As a corollary to rewarding outstanding teachers, the administration should provide special recognition to outstanding students.

## SCIENCE TEACHING

Science teaching in the traditionally Negro colleges has been particularly weak, and a gigantic effort will be required to provide the resources—human and otherwise—which can boost it to standard levels.

The Southern Association of Colleges and Schools and the Southern Regional Education Board have joined in exploring the possibility of extensive support for improvement in this area, and there is hope that resources may become available.

Still, the institutions themselves must place the improvement of science teaching high in their planning priorities.

## COMPENSATORY EDUCATION

The need for compensatory education is not peculiar to the predominantly Negro colleges. Most colleges and universities have accepted—and many still accept—students with deficiencies in preparation. English and mathematics departments at many institutions provide classroom and laboratory courses to remedy gaps in background.

For the predominantly Negro college, however, the problem is two-fold: first, a large proportion of its students need compensatory education, and second, their deficiencies cover much of the spectrum of cultural background.

In discussing the needs of disadvantaged students, a distinction must be made between needs which may be met through remedial programs and needs requiring compensatory experiences. Remedial work is designed to raise student performance to standard levels in the basic-tool subjects that should be learned in elementary and secondary schools. Compensatory education is designed to enrich the student in areas of cultural deprivation. Although these forms of disadvantage are related, the techniques for overcoming them are quite different.

The Southern Association of Colleges and Schools has a program under way, its Educational Improvement Project in South Carolina, which is notable because it provides both remedial and compensatory education for disadvantaged students.

In time, as present efforts to improve cultural resources at community and school levels take effect, the problem for the college which now accepts large numbers of Negro students with academic and cultural deficiencies will be alleviated. For some years to come, however, major efforts in compensatory education will be necessary to make up for cultural gaps resulting from home and neighborhood conditions and financial limitations.

It is difficult to appraise what the Negro institutions are accomplishing in compensatory education. Most are doing something of this nature for students who need it. The most common efforts are in summer training, intensive training early in the freshman year, and training programs beginning while students are still in high school, with primary emphasis on remedial work in the basic skills.

In a book recently published by the College Entrance Examination Board, there is a comprehensive description and analysis of compensatory programs, and colleges and universities conducting them are listed.[1] The authors indicate that the list is not complete, but it is based on replies to a questionnaire sent to all colleges in the nation. The list is startling in that only 15 Negro institutions in the South are mentioned, and only six as having substantial programs. These data were compiled in the spring of 1964, and it is

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[1] Edmund W. Gordon and Doxey A. Wilkerson, *Compensatory Education for the Disadvantaged*, College Entrance Examination Board, 1966, p. 190.

reasonable to assume that new programs have been launched since then; it is not reasonable to assume that the compensatory needs of students are being met.

The needs are recognized, however, and many institutions are engaged in some work of this type. No one method can meet the need, and experiments are under way, but they are not extensive enough, and they are seldom accompanied by the research and evaluation which would insure their effectiveness.

Traditionally Negro colleges should experiment with more types of compensatory programs, and they should provide adequate budgetary support to permit related research and evaluation.

Faculties of these colleges should exert particular efforts to develop teaching procedures which will incorporate compensatory learning into the regular curriculum. The best compensatory teaching to date has been of this type, rather than supplementary programs which are offered separately.

## ADULT EDUCATION

The traditionally Negro institutions have paid woefully insufficient attention to the continuing education needs of adults. Although understandable because of limited resources, this situation must be altered. Programs should be tailored to meet the needs of, and be accessible to, Negroes, particularly in light of the increasing demand for vocational training and retraining.

This task, however, must not be left to the traditionally Negro institutions alone. Continuing education should be available to all citizens, regardless of race, in the cities and towns where they live, and it should cover all levels of learning, from basic education to the "updating" of persons with graduate and professional degrees. Thus, the responsibility for continuing education must be shared not only by all universities and colleges in the region, but by junior colleges and vocational-technical schools, and indeed by the public school systems.

## LIBRARIES

Libraries at the traditionally Negro colleges do not meet accepted standards for collection, staff training, use of books and other materials, or buildings and space. These deficiencies are of long standing and have led, in recent years, to a policy of providing additional budgetary support for libraries at many institutions.

It is clear that, if library resources and other instructional equipment are to be raised to full equivalency, the provision of supplemental funds must be continued, probably for at least 10 years. It will not be adequate simply to meet the demands of normal development, or merely to match the expenditures for this purpose at comparable white institutions; the gap must be closed as rapidly as possible.

Special attention also should be given to developing increased use of libraries and their resources by both faculty members and students.

## FACILITIES

In terms of square footage of classroom space and laboratory stations, the Negro colleges are not in dire straits, excepting those which have experienced rapid increases in enrollment. The problem, generally, is not the lack, but the poor condition, of facilities. Many of the buildings are old, and some were not designed for efficient classroom use. Laboratories are often inadequately equipped. Dr. Earl J. McGrath stated the situation as follows:

> . . . many of the predominantly Negro colleges urgently need substantially increased student financial aid, new curricula, more diversified instruction, strengthened facilities, and enlarged library resources and services, but the physical facilities of the Negro colleges come close to meeting their needs. In some respects—in accommodating their present enrollments, for example—their buildings and other facilities are more nearly adequate than in many other institutions. It is true, of course, that most of the Negro institutions, particularly the private colleges, could greatly benefit from modernized equipment, additional buildings, and the renovation of existing facilities. But in many their existing plant and equipment offer considerable opportunity for expanded use without large expenditures for additional structures.[2]

Maintenance costs are a major problem. On almost every figure for per-capita expenditure—and income—the traditionally Negro colleges are below national and regional averages. For plant maintenance expenditures, they are above the national average.

As it is with libraries, so it is with teaching facilities. Many new buildings are being erected, both for classrooms and for laboratories. Language laboratories have multiplied rapidly, and where compensatory education programs have been introduced, they frequently have been accompanied by new teaching equipment. The momentum toward improved facilities must be sustained.

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[2] Earl J. McGrath, *The Predominantly Negro Colleges and Universities in Transition*, Teachers College, Columbia University, 1965, pages 137-138.

*CHAPTER 4*

# Organization and Operation

## ADMINISTRATION

In the academic community, no group lives under greater daily pressure than the administrators. Their decisions cannot be based on cold logic, but must strike a balance between conflicting forces. In the traditionally Negro colleges, these forces are unusually complex. Through the years, they have operated to maintain a startling degree of administrative centralization in the office of the president.

In no social institution was racial separation more definitive than in the early higher educational institutions of the South. Even the names of colleges—including such phrases as "for colored students," "for colored persons" or "for Negroes"—indicated that they were to serve only Negro students.

Records show that appropriations to state-supported Negro colleges were disproportionately low, and most of the private institutions were hard-pressed for adequate funds to meet even minimum educational demands. Negro college presidents, hampered by low financial resources and hounded by the high expectations of both the white governing boards and the Negro community, were forced by circumstances to assume strict control of almost every aspect of operation. Even if they had not been caught in this crossfire, they would have been unable to find enough qualified second and third-echelon administrators.

Patriarchal administration was inevitable, and although strong central government characterized many white institutions in earlier days, the pattern in the Negro colleges was stronger, more universal, and has continued.

Recent student revolts on these campuses have been directed not only against alleged discrimination but against what the students regard as excessive control by the administration and, in particular, by the president.

In spring, 1967, demonstrations and disturbances occurred at many predominantly Negro colleges. Some disrupted the educational process. Some were orderly, others chaotic; some were planned, others spontaneous. There were identifiable issues triggering some, but not others.

While colleges must protect the rights of students and faculty members to dissent and to participate as citizens in movements representing their personal commitments, colleges cannot permit the campus climate to be converted into a force which imperils the use of reason to mediate conflict.

Thus, the college administration should provide orderly means for confronting criticism and protest within the campus community. Procedures for dealing with grievances must be established. Communication within the campus community must be facilitated.

At this critical time, when the Negro colleges are in transition and have heavy responsibilities for seeking equal educational opportunity for thousands of young men and women, it is imperative that the colleges be dedicated to the cause of learning, and that they provide an atmosphere in which differences can be resolved reasonably and objectively, in accord with the highest intellectual ideals.

Today, no college president can carry the administrative responsibility alone. The operation of a college is too complex. Aside from the needs already cited, it is necessary to provide detailed financial and academic accounting to many agencies.

All of these tasks require cooperation. College administrators cannot perform them unassisted. It is crucial for governing boards to realize the need for, and assist in the creation of, a climate in which administrators, faculties and student bodies can work together. The trend is toward greater faculty and student participation in college operation, and there is evidence that Negro college presidents are delegating increasing responsibility to other administrative officers. Still, the movement toward more democratic administration must be accelerated.

One obstacle is that there remains a scarcity of Negroes trained to be, and experienced as, deans, business managers, comptrollers, purchasing agents, registrars and student personnel workers.

Until recently, Negro administrators were not involved in the thinking and activities of the major professional organizations. Negro registrars, business managers and other administrators had their own separate groups. Now that the doors to membership in the major regional and national organizations are open to them, Negro participation continues to be limited. There are two apparent reasons: (1) travel funds are often inadequate to permit attendance at meetings, and (2) many Negroes are reluctant to give up their separate organizations, which compete for available time and money.

Each Negro institution should develop a broad base for decision-making, characterized by democratic processes, by clarity in the assignment of responsibility, and by effective communication among all officers, administrators, faculty and student groups.

Within the administration of each college, there should be a clear delineation of the duties falling to each administrative officer, and procedures should be established which will enable each officer to fulfill his responsibilities.

Each institution should evaluate its own system of government on the basis of the "Statement on Government of Colleges and Universities" formulated by the American Association of University Professors, the American Council on Education and the Association of Governing Boards of Universities and Colleges. This document also is commended by the Association of American Colleges and enjoys wide acceptance in the higher education community.

The governing board of each institution should make it possible to have a staff of administrators competent enough in their respective areas to permit the president to delegate responsibilities to them. Administrative decentralization requires such a staff.

For the development of administrative talent, the active cooperation of professional organizations should be sought by the colleges in establishing long-term in-service training programs and undertaking an aggressive effort to recruit and train administrators for specific positions.

Sufficient travel funds should be budgeted so that administrators can participate in regional and national professional associations in their fields, and presidents should encourage their staff members to take active advantage of this means of professional growth.

## FINANCES

Without exception, the South's traditionally Negro colleges and universities are in dire financial need. By almost any means of financial measurement, they historically have fallen below not only national but regional averages. Their most critical needs are for (1) basic operating income which is stable, recurring, and sufficient to permit dramatically increased faculty salaries, and (2) supplementary funds which will support the upgrading of curriculum and instruction, a full battery of remedial and compensatory programs, and the expansion of administrative services.

Two facts illuminate the gravity of the problem these institutions face with regard to basic operating income. First, this income is below average, and second, even if it matched the average, it would be inadequate. If the traditionally Negro institutions are to provide the quality of education their students require, their basic operating income must be substantially above average.

A key factor is that many Negro institutions have small enrollments, and enrollment size is directly related to financial efficiency. The following table shows that larger institutions generally receive a better return on dollars expended:

AVERAGE COST PER STUDENT IN THE SOUTH [3]

| *Enrollment* | *Negro Colleges* | *All Colleges* [4] |
|---|---|---|
| Up to 500 | $1,001 | $1,093 |
| 500-1,000 | 905 | 1,000 |
| 1,000-plus | 832 | 822 |

It is striking that, in 1966-67, 65 of the South's 104 traditionally Negro institutions enrolled fewer than 1,000 students apiece. Of these 65 institutions, 35 enrolled fewer than 500.

Another major factor is that there are sharp differences between traditionally Negro and white institutions in terms of income

[3] Based on 1963-64 enrollments and expenditures in the South.

[4] Source: G. E. Metz, *Current Fund Expenditures*, Southern Association of Colleges and Schools, 1964, p. 41.

derived from various sources. These differences are most pronounced among private institutions, but they exist in the public sector, too.

While per-student appropriations for some state-supported Negro institutions in the South may now be close to those for comparable predominantly white institutions, this fact does not reflect financial parity or programs of comparable quality. The Negro institutions rely on state appropriations for nearly three-fourths of their total income for "educational and general" (E&G) budgets. The South's predominantly white public institutions, however, realize greater—although seldom sufficient—shares of income from endowments, tuition and fees, and alumni giving. (See Table 5, Appendix B.) Endowments at the public Negro institutions are so small that not one of these colleges realizes as much as one percent of its total income from this source; tuition and fees are lower because students at Negro colleges are generally needier; alumni giving, which lags throughout the region, lags even more among Negro institutions, because their alumni are, as a group, less affluent.

For the same reasons, income from these sources is inadequate at the private traditionally Negro institutions, which suffer more severely because there is no cushion of public funds to sustain them. In 1964-65, the E&G budgets at 45 private Negro colleges ranged from $112,000 to $3,442,000; the median budget was $511,000. In the same year, a selected sample of 33 private, predominantly white liberal arts colleges, comparable in enrollment size and program scope, had E&G budgets ranging from $223,000 to $4,212,514; the median was $1,845,300—more than three times the median for the 45 Negro institutions. (The selected predominantly white colleges include 20 listed as comparable to its member-institutions by the United Negro College Fund, plus 13 Southern colleges deemed comparable by the commission staff.)

A major financial resource of most private colleges is the income from their endowment funds. Only three traditionally Negro colleges in the South—Hampton, Tuskegee, and Fisk—have endowments of more than $10 million. The median endowment is $936,000, in contrast to a median of more than $8 million for the selected group of private, predominantly white colleges mentioned above. Moreover, 19 church-related Negro colleges reported that less than five percent of their 1965–66 income was earned from endowment, and another eight reported that endowment earnings accounted for less than 10 percent of their income.

In 1966, the private Negro institutions in the South derived 45 percent of their E&G income from tuition and fees, 25 percent from private gifts, 11 percent from endowment, 10 percent from the federal government, and the balance from other sources. (The endowment percentage is inflated because a few institutions received substantial shares of their income from this source.) For 33 private colleges, the United Negro College Fund was a principal "other" source.

In the same year, the public Negro institutions received 70 percent of their E&G income from the states, 18 percent from tuition and fees, eight percent from the federal government, and one percent from private gifts. Endowment earnings were almost non-existent.

For both public and private Negro institutions, the outlook for greatly increased operating income is dim, unless dramatic steps are taken. There is not likely to be a general and significant increase in endowments. Church support for church-related institutions is not increasing markedly. Alumni support, while it is on the rise, is expected to develop gradually over a long period of time. Special grants from the federal government and private foundations are increasing, but they usually support special programs and do not provide recurring basic operating income; in fact, such grants ultimately may increase operating costs by creating programs but not providing long-range support for them.

Earlier in this report, it was stated that the quality of classroom teaching is paramount in providing equal higher educational opportunity for Negro students. It is obvious that the traditionally Negro colleges will be increasingly unable to compete for the best available college teachers—Negro and white—unless they can offer competitive salaries. Data from various studies indicate that the average faculty salary for Negro institutions falls about $1,500 a year below the average for comparable predominantly white institutions. Here again, the situation is more critical at private than at public Negro institutions. The median salary at private Negro colleges is about $1,500 a year less than the median salary at public Negro colleges.

The American Association of University Professors, in its annual national survey of faculty salaries, published in the June, 1967, issue of *The AAUP Bulletin*, listed 254 institutions as paying average annual salaries of $11,000 or more in 1966-67. Not a single Southern Negro institution was on the list. In fact, only 22 Southern Negro institutions—11 public, 11 private—reported their faculty salaries to the AAUP, and it seems logical to assume they are among the highest paying ones. Some institutions appear reluctant to release salary figures because they reflect so poorly upon the institutions.

For the 22 Negro colleges reporting, the average annual salary was $7,792—$2,397 below the $10,189 national average for liberal arts colleges. Among the 22, there was a marked difference between the salaries paid at public and private colleges. For the public ones, the median was $8,473 a year; for the private ones, it was $6,934 a year. Both the highest and the lowest average salaries reported by Negro colleges—$9,602 and $6,229—came from private institutions.

Up to this point, the figures cited have been related solely to E&G budgets, which include faculty and administrative salaries and all other costs involved in the instructional process. Current E&G budgets, without exception, are too limited to permit significant salary increases, expansion of remedial and compensatory pro-

grams, curricular innovation, and other needed changes without curtailing—or crippling—instruction in some other way.

Additionally, the Negro colleges and universities have great financial needs in some auxiliary areas, particularly student financial aid programs.

Governing boards of all traditionally Negro colleges should develop specific plans, including target dates, to raise financial support and per-student expenditures to levels comparable with other similar institutions. Attaining this objective will not insure achievement of equal opportunity, but is prerequisite to it. If in their judgment this standard of financial support cannot be approximated within a reasonable period, state agencies and boards of trustees should give serious consideration to merger or discontinuance of the colleges they govern.

For at least the next 10 years, there should be supplementary support for special needs. The task these institutions must perform requires extra support to undergird special programs, both academic and non-academic.

Both governmental and private agencies should provide more liberal support for student financial aid programs. In addition to the usual grants-in-aid, loans, and work-study programs, methods of providing supplementary aid must be devised which are adapted to the particular problems faced by Negro students. Administrators at colleges enrolling large numbers of Negroes should explore additional possibilities for cooperative programs in which the student alternately works and attends college.

The trustees of private Negro colleges should give high priority to establishing a sound basis of continuing financial support for operations. Long-range planning for campus facilities and programs must be based on realistic projections of sustaining income.

State boards and trustees of institutions should work with college administrations to insure maximum use of techniques and arrangements which will result in the efficient use of available funds. Through state-level role-and-scope planning, and through interinstitutional cooperation, duplication of course offerings may be reduced, and the savings realized may support innovation and improvement in curricula.

Federal agencies providing assistance to higher education should consult with informed groups and agencies in the South to assure ways of administering funds with more direct focus on needs. The routine administration of titles designed to serve developing institutions is not flexible enough to enable the U. S. Office of Education to achieve maximum use of available funds.

State boards, community groups and others should give increased attention to the role which the public junior college may play in

providing post-high school education to large numbers of students at a modest per-capita cost. It is difficult to see how the South can cope realistically with the numbers of Negro—and white—students who are entitled to educational opportunity unless there is large-scale development of comprehensive public junior colleges.

## ADMISSION POLICIES

In spite of increased efforts by government and industrial leaders to improve opportunities for employment and on-the-job advancement for minority group members, lack of educational preparation remains a formidable barrier to economic progress. As society becomes more technological, employment invariably requires a high school diploma and increasingly requires a college degree.

Thus, mass education beyond the high school level is becoming a fact of American life, and it cannot be achieved without low-cost, non-residential education, now available principally through the two-year local college and occupational education programs. While the two-year colleges and vocational-technical schools have significance for all of society, they should play a particularly valuable role in making post-high school education possible for disadvantaged minority group members.

A disproportionately small number of Negroes graduate from high school, and of those who do, too few enter senior colleges and universities. Of the college-age Negroes in the South last fall, 14.6 percent (123,556) were enrolled in college. At the same time, 43.8 percent (1,401,548) of the college-age whites were enrolled in college. If 43.8 percent of the college-age Negroes were enrolled, there would have been 370,810 attending college.

One difficulty facing Negroes who wish to enter college is that few of them make respectable scores on standardized college entrance tests. Almost all senior colleges require applicants to submit their scores on these tests prior to admission. There is considerable evidence that the scores do not accurately reflect the potential of disadvantaged youths for college training.

Research is under way which is aimed at constructing tests which are valid and reliable for such students. Until such tests are devised, colleges should avoid undue reliance on standardized test scores for admission. They should never be the sole criterion, and they should be considered only in company with such other factors as rank in high school graduating class and reports from principals and guidance counselors.

If a college were to establish a minimum combined score of 750 on the Scholastic Aptitude Test (350 on the verbal section, 400 on the mathematics section) as an absolute requirement for admission, a shockingly high percentage of Negro applicants would be rejected.

The following table shows the comparative SAT scores of groups of applicants to four public senior colleges in one Southern state:

| | **Predominantly White** | | | | **Predominantly Negro** | | | |
|---|---|---|---|---|---|---|---|---|
| | *College A* | | *College B* | | *College C* | | *College D* | |
| | 3,236 Applicants | | 2,298 Applicants | | 1,020 Applicants | | 1,187 Applicants | |
| | No. | % | No. | % | No. | % | No. | % |
| Verbal 350+ | 3,054 | 94 | 1,765 | 77 | 306 | 30 | 189 | 16 |
| Math 400+ | 3,117 | 96 | 1,616 | 70 | 199 | 20 | 104 | 9 |

It is significant to note that the situation reflected here is not unusual. Incidentally, two of these colleges, one predominantly Negro and one predominantly white, are located in the same city and drew many of their applicants from the same nearby public school systems. Their sharply contrasting performances show that the goal of equal education at the elementary and secondary levels is far from realized.

The foregoing comments regarding the use of test scores for admissions apply to all institutions, not just the traditionally Negro colleges. Test scores are most useful as a diagnostic instrument: they tell much about the deficiencies of students in terms of formal preparation, and they offer guidance for the development of remedial and compensatory programs.

Predominantly white institutions, not only in the South but nationwide, must share the responsibility for educating disadvantaged Negroes. There is a tendency now toward recruiting exceptionally talented Negro students for admission to many universities and colleges. While this effort is laudable, it is to be hoped that the same institutions will realize an obligation to participate in the education of students whose disadvantage has been more severe.

All institutions of higher learning—white and Negro, public and private, Northern and Southern—should adopt "high risk" quotas which commit them to admitting disadvantaged students who do not meet normal admission requirements and providing them with the special training they need. The quotas should be limited by an honest assessment of the institution's capacity for serving the disadvantaged students effectively. A "high risk" quota already is in effect in California, where every state institution of higher learning reserves a specified percentage of its enrollment for disadvantaged students who are not otherwise eligible for admission.

Generally, admission standards should be applied with some flexibility until equality of educational opportunity and cultural experience is more nearly attained. For the Negro colleges of the South, this flexibility must be maintained in the face of an urgent need to raise standards. The answer probably will be to tighten general admission requirements but accept promising students who are not ready for college work and place them in compensatory or remedial programs. This is not to suggest that senior

colleges should become open-door institutions; that is the function of the two-year public junior college. Senior colleges, however, might counsel some of their applicants to enter junior college, vocational or technical programs.

Each Negro college's governing board should insist on the formulation of a concise statement of the institution's present admission policies, taking care that the statement reflects actual practice, is consistent with the stated role and scope, and is suitable for the level of instruction provided.

Each senior college should project long-range plans to raise admission standards. Changes should be planned on a gradual basis, related to anticipated improvements in public school preparation, pre-college cultural enrichment of the students, and opportunities provided by open-door policies at comprehensive public junior colleges.

Public institutions should base their projections on statewide policies so that some type of post-high school education will be accessible to all Negro students who can profit from it.

Admission to the institution should be differentiated from admission to a specific program within the institution.

## CHURCH-RELATED COLLEGES

It was clear, during Reconstruction, that if the South were to make a speedy recovery from the ravages of the Civil War, public education must be made available to all its citizens, including a million illiterate and unskilled former slaves. Most Southern states were unable, or unwilling, to provide public education for all citizens regardless of color.

Many church organizations—Negro and white, Southern and Northern—voluntarily assumed responsibility for providing educational opportunity to a large segment of the Negro population. Many schools were created, and subsequently many were closed. Some remained elementary and secondary schools, and others grew into colleges. Today there are 51 church-related Negro colleges in the 15 Southern states, some dating back for decades and others of more recent origin.

In terms of quality, they include some of the strongest Negro institutions, but 28—more than half—of them are not regionally accredited. Of these 28, more than half are related to predominantly Negro church bodies, and many are junior colleges emphasizing remedial and compensatory learning.

In the past, these colleges attempted to provide a kind of educational opportunity which is not commensurate with today's needs. The first task was to strive for literacy and the skills needed to earn a living. As time passed, the liberal arts were added as a basis for understanding Western culture. If these colleges had not existed, many outstanding Negro scholars, professional leaders and other well-known personalities would have been denied opportunities for growth.

In spite of limited resources, these institutions diversified their offerings and were able to equip their students for the limited openings available to them. The wide variation in quality among these institutions today results from many factors, the two most significant being the relative strength of financial resources and the quality of leadership, both on the campus and within the church.

Church bodies now must re-examine their responsibility for the operation of Negro colleges, without permitting sentiment to obscure reality. The need is urgent, and there is some evidence that church leadership knows it. Committee work is in progress in some denominations and in the Department of Higher Education of the National Council of Churches.

Accreditation must be made a primary goal. Each unaccredited institution should identify the steps necessary to become accredited, and both trustees and faculty members should be fully informed.

If accreditation appears unattainable within a reasonable period, the possibilities of merging with another institution, reducing the breadth of offerings, or discontinuing operations altogether should be considered.

It must be noted that accreditation itself is not enough. There must be continuing demonstrable progress toward increasing effectiveness beyond the achievement of minimum standards.

Every church-related college should devise clearly stated educational objectives and confine its curriculum to achieving them. Many of these institutions offer a greater variety of programs than their financial resources can support. They must be realistic in assessing and planning the use of their stable operating incomes.

Governing boards should insure the academic integrity of the colleges. In some cases, ecclesiastical bodies have assumed the functions of trustees, and even of faculty, in determining policies and practices. The original charters may need review. Generally, it is unwise to locate offices of the church body on any of its college campuses.

The role of church bodies in junior college education requires serious review. The long-range future of the private junior college is questionable except under unusual circumstances. Most church-related junior colleges began as missionary efforts to serve disadvantaged students for whom no other resources were available. Now, public institutions are gradually assuming this function.

Cooperation between denominations should be developed so that church bodies can coordinate their planning for Negro higher education just as states must coordinate their planning for public institutions. A Danforth Foundation study [5] indicates that interdenominational efforts will be a key factor in the future of church-related institutions. Through cooperative planning, the various

[5] Manning M. Pattillo and Donald M. MacKenzie, *Church-Sponsored Education in the United States*, American Council on Education, 1966, Chapter 13.

church bodies could combine their resources to increase the significance of their contributions.

## PUBLIC JUNIOR COLLEGES

If there is a single great problem involved in providing equal educational opportunity for Negroes—and for all Southerners—it is to find ways of extending post-high school educational opportunity to the masses. The public, community-centered, multi-purpose two-year institutions are the primary hope for doing so. They cannot do so, however, unless they confront the needs of disadvantaged Negro and white students and devise methods of meeting them.

There are only four public junior colleges in the South which are officially listed as being predominantly Negro, three in Mississippi and one in Texas. Nearly all of the other public junior colleges are racially integrated, and they offer unparalleled opportunities to Negroes for many reasons.

Their tuition and fees are relatively low. Their proximity allows most students to live at home. Their mixture of pre-baccalaureate, vocational and technical programs equips them to serve a wide range of needs and abilities. Their free-wheeling curricula permit almost limitless experimentation with remedial and compensatory programs. Above all, their open-door admission policies make them accessible to anyone with a high school diploma and an interest in furthering his education.

For all of these reasons, the public junior college already has become the gateway to opportunity for thousands of young people who otherwise could not have continued their education beyond high school because of academic or financial difficulties.

One great advantage of the public junior colleges in the South is that they have no history of racial separation to burden them. Many of them have been integrated from the outset, and others since shortly after their inception. With only a few exceptions, they will not have to go through the trying transitional period that many of the South's senior institutions must.

The public junior colleges do face a serious problem, however, if they are to provide equal opportunity for Negroes on a massive scale. Relatively few Negroes are choosing to enroll in them. Many reasons have been advanced for this reluctance. Among them: some Negroes simply are not aware of the opportunities the junior college offers; others have given no thought to attending college at all, because it is not part of their heritage; some do not wish to attend predominantly white institutions; others consider junior colleges of lower status than senior colleges, even if the senior colleges they must attend are sub-standard.

However valid these explanations, and whichever ones are more generally applicable, it is clear that Negro attitudes toward public

junior college education must be changed if the opportunities these institutions offer are to be embraced.

Those Negroes who do enroll are sometimes led to expect more than the institution can possibly provide. The problem of interpreting the role and status of the public junior college has been stated as follows:

> The junior college is torn between the necessity of maintaining standards to guarantee the employability and transferability of its graduates, and the knowledge that it constitutes the last opportunity for formal education some of its students will ever have.[8]

The junior college movement, because it is new to many parts of the South, will need careful interpretation to the students, their parents and the entire educational community. This task can be accomplished successfully; one illustration has occurred in San Antonio, Texas, where years of careful and sophisticated planning have resulted in steadily increasing use of the junior college by Negroes, in both transfer and terminal programs.

A prime need is for well-trained high school counselors who are thoroughly informed regarding available junior college programs and services. High school counselors should work with counselors at the nearest public junior college to insure that all graduating students are aware of the opportunities the junior college offers. In those states where the junior colleges are governed by local school boards, such cooperation should be easily accomplished.

Junior college staffs should include trained counselors who are skilled at working with Negro students. If the Negro student is to find the program which offers him the best educational opportunity, he must have someone to guide him. If counselors with this special skill are not available, in-service training should be provided for members of the existing staff.

Junior colleges should develop effective programs in compensatory and remedial education for all students—Negro or white—who require such assistance. While the programs should not be aimed specifically at either race, the particular academic and cultural needs of Negro students should be given specific attention.

Junior colleges should make definite provisions for extra-curricular cultural enrichment programs which go beyond the usual lectures and concerts. Some of the academic difficulties encountered by disadvantaged students are engendered by family situations and neighborhood conditions. The campus should provide a more desirable atmosphere for these students.

In determining the locations of new junior colleges, planning agencies should insure that the campuses will be accessible to Negro students, particularly by means of public transportation.

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[8] Richardson C. Richardson and Paul A. Elsner, "General Education for the Disadvantaged," *Junior College Journal*, XXXVI (December, 1965), p. 18.

Building junior colleges in the hearts of Negro neighborhoods, however, does not appear to be the answer; there is evidence that campuses in such locations do not attract large numbers of Negro students.

The Southern Regional Education Board should assume the leadership in bringing together agencies and organizations for an early, intensive effort to develop concepts of how public junior colleges should expand their role in service to Negroes. Materials should be developed to assist state planning commissions and other groups concerned with this role of the junior colleges. Materials also should be produced to assist high school guidance counselors in interpreting junior college opportunities to their students.

*CHAPTER 5*

# Conclusion

## REVIEW AND RECOMMENDATIONS

Early in this report, the Commission on Higher Educational Opportunity in the South enunciated as a regional goal the necessity **to provide equal higher educational opportunity for Negroes in the South.** The commission urged a firm regional commitment to three measures which are essential to realizing this goal as swiftly as possible. The measures are:

**1. Immediate steps should be taken to help Negro college students overcome the handicaps of educational disadvantage and cultural deprivation.**

**2. Long-range plans should be devised to complete the evolution of the South's dual system of higher education into a single system serving all students.**

**3. All types of educational resources, including traditionally Negro colleges and universities, should be engaged in a massive effort to achieve equality of educational opportunity.**

Throughout the report, the commission has attempted to indicate the major problems the South must confront and solve if it is to carry out these measures and achieve its goal. The text has been interspersed with recommendations and suggestions aimed at stimulating action.

In this section, the areas of prime concern are reviewed briefly, and several recommendations are made. The review is intended to reinforce the vastness and complexity of the task ahead. The recommendations are intended to illustrate the kinds of activity which should be undertaken; they are by no means exhaustive and are not intended to represent a "master plan." Some of them are broad; others are specific. Some are mentioned here for the first time in the report; others are repeated. Some are new; others are offered in the knowledge that while related efforts are under way, they do not focus on the special needs of disadvantaged Negroes in the South, and little attention has been given to the long-range future of the traditionally Negro colleges. While many of the recommendations are applicable to Southern institutions in general, some are particularly relevant to the special needs of the traditionally Negro institutions. All of the recommendations are designed to call wide public attention to the higher educational needs of Negro students and of traditionally Negro institutions, and to stimulate leadership from various sectors of Southern society in taking corrective action with the sole purpose of eliminating the gap in educational equality.

## Planning

If the South is to develop a single system of higher education that offers full opportunity and improved quality, planning a full range of post-high school programs is imperative. Each state has a system, or systems, of higher educational institutions, and most states have established coordinating agencies for these institutions. These systems and agencies provide the basic machinery required for planning programs which avoid unnecessary duplication, meet general standards, and cover the varying needs of all students. Additionally, regional planning and action can stimulate and supplement state efforts.

Public responsibility for guaranteeing equality of educational opportunity must extend to all citizens who pursue education beyond the high school, whether at public or private institutions. Therefore, public and private institutions should cooperate in statewide planning for equal opportunity. Such cooperation will permit the wisest and most economical use of the resources of all institutions.

Most private Negro institutions belong to church-related systems which cross state lines. In varying degrees, these systems also provide the machinery for planning and coordination. It is crucial that this machinery be used, because many of the smaller church-related colleges are sub-marginal in quality and resources, and their very survival depends upon carefully planned cooperation.

It is recommended that:

**1. Each Southern state commit itself to providing equal higher educational opportunity for all its citizens.**

**2. Each Southern state come to grips with the special post-high school educational needs of Negro students and develop a comprehensive plan to meet these needs.**

**3. Private institutions and state systems of higher education in the South cooperate with each other in coordinated planning for post-high school educational opportunities for Negroes.**

**4. Governing boards of churches operating traditionally Negro colleges engage in courageous and comprehensive planning based on realistic evaluations of their human and financial resources.**

**5. Each Southern state thoroughly reassess its institutions which traditionally have served Negro students in order to determine the role and potential of these institutions in serving the higher educational needs of the state.**

**6. As part of the reassessment, each traditionally Negro public institution conduct a searching review of its role and scope in terms of providing equal opportunity for contemporary students within the context of statewide**

**and regional planning. Such assessments are also appropriate for the private traditionally Negro institutions.**

**7. The states give urgent attention to the dual system of land-grant colleges and to the duplication of programs at these institutions. The states should consider merging or cooperatively linking land-grant college programs, particularly in agriculture, because agricultural programs are costly—few states, if any, can afford to finance dual prorams of high quality—and because the ones at Negro institutions are invariably inferior. Engineering programs require similar examination.**

## Providing mass opportunities

Many students have special needs for post-high school education which cannot be met by senior colleges and universities. This is true of great numbers of Negroes as a result of educational disadvantage and cultural deprivation. Many of them could benefit from vocational and technical training; many others need additional preparation for academic work. Comprehensive public junior colleges and vocational-technical programs offer the greatest hope for meeting these needs on a massive scale.

It is recommended that:

**1. Each Southern state develop a full range of programs for vocational, technical and academic students at open-door, low-cost institutions which are geographically accessible to all citizens.**

**2. State planning relate the development of these institutions to public school programs for the preparation of disadvantaged students and to the progressive raising of admission standards at traditionally Negro colleges and universities.**

**3. Research be undertaken to determine the vocational, technical and academic needs of Negro high school graduates, and a model system of post-high school educational programs be developed as a pilot project.**

**4. The Southern Regional Education Board take the leadership in mounting an intensive effort to develop concepts of how public junior colleges can expand their role in service to Negroes. This effort should involve all interested agencies and organizations, and it should develop materials to assist in junior college planning and high school counseling for potential junior college students.**

## Facilitating student progress

If Negro students are to take advantage of new post-high school opportunities as they become available, special attention will have

to be given to counseling, admissions, and academic readiness. Highly trained and thoroughly informed high school and college counselors who understand the special needs of Negro students will be essential to guide the students into and through post-high school programs and into the labor market. Provision must be made by senior institutions, traditionally white or Negro, for the admission of disadvantaged students who show academic promise, and this means that admission standards must be flexible. Basically, readiness for post-high school training and education is the responsibility of the public schools, but higher educational institutions must provide remedial and compensatory programs for disadvantaged students until public school preparation becomes truly equal for students of all backgrounds.

It is recommended that:

**1. Each state, in its comprehensive plan for post-high school educational opportunities, provide for adequate counseling of high school and college students as to the avenues which are open to them and the programs which are best suited to their individual interests and abilities.**

**2. Each senior college and university adopt a "high risk" quota for the admission of disadvantaged students and provide remedial and compensatory programs as necessary to raise these students to standard levels of academic performance.**

**3. A study group be designated to examine the problems of progressively raising admission standards at traditionally Negro senior colleges which continue to serve large numbers of disadvantaged students. The group should include experts in evaluating applicants for admission, and its work should produce a definitive document to assist governing boards, administrators and admission officers.**

**4. Pilot projects be established to perform research and experimentation aimed at developing remedial and compensatory programs for disadvantaged students. Such programs should go beyond the often perfunctory remedial work now offered, and should be incorporated into the regular curriculum wherever possible.**

## Improving instruction

If the traditionally Negro colleges and universities, in general, are to elevate their standards for educating students, they will require greatly expanded and improved instructional resources and techniques. The chief need is for improved faculty training and performance; a strong accompanying need is for improved laboratory, library, and teaching facilities. Teachers of disadvantaged students must be superior in the classroom. New approaches to instruction also are required.

It is recommended that:

**1. Institutions develop special programs for teachers who plan to work with disadvantaged students, both on the graduate and undergraduate levels.**

**2. Salary scales at Negro institutions be raised to permit them to compete for the best-trained and most-talented college teachers.**

**3. Each traditionally Negro institution reward good teaching in both tangible and intangible ways—promotions, salary increases, workload adjustments, and provision of recognition within the academic community.**

**4. Teaching internships be incorporated into training for advanced degrees.**

**5. In-service training programs for the improvement of classroom teaching be developed on a pilot basis for faculty members at selected traditionally Negro institutions.**

**6. Experiments in new methods of instruction be undertaken and evaluated, and the results published as a means of stimulating additional experimentation throughout the region.**

## Improving curricula

Courses of study must be modified to meet the needs of Negro students in academic, professional, vocational and technical fields. Extensive research into motivations, aspirations, and job opportunities is required. At the traditionally Negro institutions, curricula must be examined not only in these terms but in terms of realistic use of available resources. Revised degree offerings should reflect new career opportunities for students. An institution should not initiate new programs unless it can support them with competent faculty and necessary resources and meet standards which insure that graduates are qualified in their chosen fields. Furthermore, no program should be inaugurated at traditionally Negro institutions if other resources in the state are adequate to meet the needs of Negro students. At the graduate level, too many programs at Negro colleges stretch institutional resources dangerously thin, weaken undergraduate programs, duplicate the offerings of other institutions, and fail to result in a degree of standard quality.

It is recommended that:

**1. Each traditionally Negro institution undertake a comprehensive revision of its curriculum, examining general education and major degree programs, courses of study, and contents of individual courses, with the aim of tailoring programs to student interests, abilities, needs, and opportunities.**

**2. Each state and each group of private institutions under a central governing or planning board eliminate unnecessary duplication of programs—undergraduate, graduate, and professional—by traditionally white and Negro institutions, and all new programs be designed to serve all students.**

**3. Special consideration be given to Negro opportunities for education in the health professions.**

**4. Each traditionally Negro institution which offers advanced degrees evaluate its graduate programs in terms of (a) whether the qualified Negro student has other opportunities to enter the graduate field of his choice, and (b) whether the degree he earns at the Negro college is equivalent to the one he might earn elsewhere.**

**5. Negro institutions discontinue graduate and professional programs which are sub-standard, too costly in terms of enrollment size, and unnecessary to provide opportunity for Negro students; no program should be phased out, however, without making other provisions for meeting student needs and utilizing and relocating faculty.**

**6. Traditionally Negro institutions initiate no new graduate or professional programs unless they will attract and serve students regardless of race.**

**7. A several-week summer workshop be held to explore the special needs of Negro students, in terms of both curriculum and services, employing consultants who are trained in all areas related to the problem. This workshop should result in a definitive publication for the use of institutions enrolling significant numbers of Negro students.**

## Promoting interinstitutional cooperation

Cooperative arrangements between institutions provide an economical and efficient means for strengthening and broadening higher educational opportunity for all students. Institutions located in proximity to one another have a particular opportunity to engage in mutually beneficial cooperative programs. For many traditionally Negro colleges, such arrangements will be essential for program expansion, wise use of funds, and—in some cases—survival.

It is recommended that:

**1. Systems of institutions and individual institutions explore the possibilities of cooperative programs as part of their planning for equality of higher educational opportunity.**

**2. Negro colleges with fewer than 1,000 students give serious consideration to entering into permanent interinstitutional agreements leading to coordinate colleges or institutional mergers. For many private junior colleges, and some private senior colleges, this may be the only viable alternative to ceasing operations altogether. In some cases, consolidation may be the only way to meet institutional needs.**

**3. Existing interinstitutional arrangements be evaluated, and the results published by the Southern Regional Education Board as illustrative case studies to assist governing boards of other institutions in their planning.**

**4. A pilot project be undertaken to test the value of a cluster of Negro institutions establishing a joint center for the purchasing and cataloging of library resources for purposes of economy and the optimum use of library personnel.**

## Improving administration

Administrative structures and practices at many of the traditionally Negro institutions need to become more democratic and more efficient. There must be a broader base for decision-making and an improvement of communication within the campus community. Presidents need to delegate increasing responsibilities to other administrators and to establish systematic procedures for doing so.

It is recommended that:

**1. Each traditionally Negro institution identify the roles that faculty members and students should play in institutional government and take the necessary steps to insure the appropriate involvement of these groups.**

**2. A pilot project testing [illegible] administration at traditionally Negro colleges be developed by governing boards and presidents who are interested in broadening the decision-making base.**

**3. Regional efforts be made to bring together professional organizations for administrators to provide leadership and assistance in recruiting and in-service training programs for Negro administrative personnel, notably chief business officers, registrars, academic deans, personnel deans, and librarians.**

**4. Governing boards increase budgetary support to permit adequate staffing of expanded and diversified administrative services at traditionally Negro institutions.**

## Increasing financial support

Insuring equal higher educational opportunity for Negroes in the South will involve substantially increased financial support for

comprehensive post-high school academic, vocational and technical programs; for research; for instructional resources, including library materials and faculty salaries; for remedial and compensatory education. In particular, financial support for Negro colleges and universities must be dramatically increased if they are to become effective participants in a single, strengthened system of higher education in the South.

It is recommended that:

**1. Each state commit itself to providing drastically increased financial support for programs which will insure equal post-high school educational opportunity for Negroes.**

**2. Each governing board provide "catch-up" funds for traditionally Negro institutions so that they may overcome their handicaps in meeting contemporary student needs. In the case of public institutions, legislatures should provide specific appropriations for this purpose.**

**3. Governing boards of private Negro institutions make accurate assessments of their financial outlook and determine realistically whether they should continue to operate independently, merge with other institutions, or discontinue operations. Particular emphasis should be placed on the need for adequate, recurring basic operating income.**

**4. Each governing board provide supplementary funds for the purchase of library resources at traditionally Negro institutions for at least the next 10 years.**

## REGIONAL COMMITMENT

Various efforts are under way to improve higher educational opportunities for Negroes. They involve many organizations and substantial sums of money. In the past three years, foundations have granted more than $40 million to traditionally Negro colleges or to programs designed for their benefit. In 1966 alone, the United States Office of Education contributed more than $45 million to efforts of this kind, and additional support came from the Office of Economic Opportunity and other federal sources.

While such efforts are impressive, they represent only a fraction of the massive endeavor which is imperative if the South is to meet the many needs discussed in this report. It is clear to the Commission on Higher Educational Opportunity in the South that such an endeavor will require, first, *total commitment by the region*, and second, *coordination of planning and action programs*.

The commission believes strongly that the South should commit itself to a vigorous new program of planning and action designed to provide expanded and enriched higher educational opportunity for Negroes and to assist the traditionally Negro colleges and

universities, public and private. The commission recognizes that the problem of providing equal higher educational opportunity must be approached in its broadest dimension, encompassing all levels and types of institutions: public and private; traditionally Negro and white; universities, colleges, junior colleges and technical institutes. Solutions to the problem, therefore, must involve all available resources, public and private, Negro and white.

To spearhead this necessary planning and development on a regionwide basis, the commission recommends **the establishment of a Regional Institute for Higher Educational Opportunity.**

The institute would be a visible, explicit acknowledgment by the South of its responsibilities and opportunities concerning the post-high school educational needs of its Negro population.

The commission believes that such a vehicle, established in the region, is essential to insuring substantial progress regionwide.

Basic support of the institute should come from the Southern states, but it should be supplemented by private and federal funds for special programs and services.

It would expedite the establishment of the institute to place it under the aegis of an existing organization, and the Southern Regional Education Board is suited ideally for this role. The Board already is involved in regional planning on a broad basis, and this commission forms a nucleus around which the institute could be built. The Board is legally empowered to receive and disburse state, federal and foundation funds. It has close relationships with state and federal governments and with institutions. It has had successful experience in giving leadership to regionwide planning and improvement of higher education.

Clearly the complex task to be undertaken by the institute will require many years of unstinting effort. To provide guidance for the institute, the commission recommends that a distinguished advisory council be established, and that it turn its attention promptly to mapping an ambitious program of both specific, immediate activities and long-range plans and objectives.

There are many services the institute would perform, including the following:

**1. It would provide continuing consultation directly to junior colleges, colleges and universities—public and private, Negro and white—for the development of programs providing equal opportunity.**

**2. It would stimulate, coordinate, and assist in the development of action programs to meet the specific needs of traditionally Negro institutions in such areas as administrative change, financial analysis and planning, curriculum design, and instructional improvement.**

**3. It would provide studies, information and consulting services to states and governing boards as they seek (a) to**

**define the future role of traditionally Negro institutions, (b) to expand opportunities for Negroes in other institutions through coordinated planning, and (c) to develop additional post-high school educational opportunities for Negroes.**

**4. It would provide a means for educators, industrial and business leaders, and professional groups to consider ways of assisting the traditionally Negro colleges and of extending employment and professional opportunity to Negro college graduates.**

**5. It would identify more effective ways to use federal funds for developing institutions, under Title III of the Higher Education Act; for support of institutional research aimed at improving educational resources for the disadvantaged; for assistance to community college and technical institute programs; and for support of curriculum research and instructional innovations.**

**6. It would undertake a continuing evaluation of programs designed to assist disadvantaged students, and it would identify new programs, experimental and innovative, for which funding is not yet available.**

**7. It would encourage broad research by major Southern universities into the conditions which produce educational disadvantage in the South, and it would promote research and experimentation designed to alleviate these conditions.**

Although the institute would serve as a focal point for regional planning and coordination, it is obvious that no one agency alone can achieve the ultimate goal. Insuring equal higher educational opportunity for the South's Negroes will require the maximum efforts of all existing organizations and institutions and perhaps of others still to be created. The institute would work with other groups on the widest possible range of planning and action, constantly searching for tasks which need doing and are not being done.

While the institute proposal is being considered and developed, the Southern Regional Education Board should proceed with activities which can lay the groundwork for action by states and by institutions. The commission should sponsor conferences for representatives of boards which are responsible for determining general policy for public and private systems of traditionally Negro institutions. These conferences should be planned so that the agenda include matters of major importance to the boards, and so that competent leadership could be obtained.

The commission should re-examine each area of critical need identified in this report and provide the basic designs for activities which would implement the recommendations and suggestions, activities which should be undertaken by the Regional Institute for Higher Educational Opportunity or by other agencies.

# APPENDIX A NOTE ON THE PREPARATION OF THE COMMISSION'S STATEMENT

A number of individuals and small groups, including a committee of institutional representatives, served in an advisory capacity to the staff in their preparation of material relevant to the work of the commission.

Attendance at commission meetings was excellent, but not every member could be present at each of the sessions. All of the members were mailed copies of the material at each stage of its development. Following the meeting at which the final draft of the statement was discussed and accepted, an editorial committee was appointed to revise some sections in accordance with suggestions made by the commission, and these revisions were also mailed to all commission members for their approval and comments.

The following "concurring statement" was submitted by Lloyd C. Bird, state senator from Virginia:

"This study, which was authorized by the Southern Regional Education Board in 1966, was timely and needed. I approve and commend the decision made at the outset of the study not to place 'the emphasis on the past or present but on the future.'

"I approve the objectives of the report and the recommendations in general. There are statements and inferences in the report with which I cannot completely concur, and therefore I cannot express approval of the report verbatim.

"In Virginia, as in other states comprising the region, remarkable progress has been and is being made. More recently, plans and programs have been accelerated with the result that comprehensive educational opportunities at all levels, and to all people, are being provided, or are in the making. I feel that some recognition of this fact might have helped provide the incentive for greater effort.

"Education is essential to the economic, cultural, and governmental stability and progress of the Southland. We must move rapidly to close the existing gaps and improve the quality at all levels.

"Perhaps the most important recommendation made by the commission is that there be established a *Regional Institute for Higher Educational Opportunity*. I mention this for the sake of emphasis because I feel it is *very important*.

"Because of the prestige of the Southern Regional Education Board and its experience, I believe the institute should be established within the framework of the Board and that the existing Commission on Higher Educational Opportunity should be continued on a year-by-year basis in an advisory capacity."

# APPENDIX B

*TABLE 1*

PERCENTAGES ENROLLED IN PUBLIC AND PRIVATE TRADITIONALLY NEGRO COLLEGES IN THE SOUTH, 1966-67

| *State* | *Public Institutions* | *Private Institutions* |
|---|---|---|
| Alabama | 36.2 | 63.8 |
| Arkansas | 72.9 | 27.1 |
| Florida | 58.0 | 42.0 |
| Georgia | 45.4 | 54.6 |
| Kentucky | 94.8 | 5.2 |
| Louisiana | 85.5 | 14.5 |
| Maryland | 100.0 | 0.0 |
| Mississippi | 77.4 | 22.6 |
| North Carolina | 68.0 | 32.0 |
| Oklahoma | 100.0 | 0.0 |
| South Carolina | 28.8 | 71.2 |
| Tennessee | 53.1 | 46.9 |
| Texas | 67.7 | 32.3 |
| Virginia | 57.9 | 42.1 |
| West Virginia | 100.0 | 0.0 |

*TABLE 2*

DISTRIBUTION OF TRADITIONALLY NEGRO INSTITUTIONS IN THE SOUTH, 1966-67

| *State* | *Public Universities and Colleges* | *Public Junior Colleges* | *Private Universities and Colleges* | *Private Junior Colleges* | Total |
|---|---|---|---|---|---|
| Alabama | 2 | | 6 | 3 | 11 |
| Arkansas | 1 | | 3 | | 4 |
| Florida | 1 | | 3 | | 4 |
| Georgia | 3 | | 7 | | 10 |
| Kentucky | 1 | | 1 | | 2 |
| Louisiana | 2 | | 2 | | 4 |
| Maryland | 4 | | | | 4 |
| Mississippi | 3 | 3 | 3 | 5 | 14 |
| North Carolina | 5 | | 6 | 1 | 12 |
| Oklahoma | 1 | | | | 1 |
| South Carolina | 1 | | 4 | 4 | 9 |
| Tennessee | 1 | | 5 | 3 | 9 |
| Texas | 2 | 1 | 6 | 3 | 12 |
| Virginia | 2 | | 4 | | 6 |
| West Virginia | 2 | | | | 2 |
| **TOTAL** | **31** | **4** | **50** | **19** | **104** |

*TABLE 3*

**ACCREDITATION OF TRADITIONALLY NEGRO INSTITUTIONS IN THE SOUTH AS OF DECEMBER, 1966**

| *State* | *Accredited Institutions* | *Unaccredited Institutions* |
|---|---|---|
| Alabama | 7 | 4 |
| Arkansas | 2 | 2 |
| Florida | 3 | 1 |
| Georgia | 10 | 0 |
| Kentucky | 1 | 1 |
| Louisiana | 4 | 0 |
| Maryland | 4 | 0 |
| Mississippi | 3 | 11 |
| North Carolina | 11 | 1 |
| Oklahoma | 1 | 0 |
| South Carolina | 4 | 5 |
| Tennessee | 8 | 1 |
| Texas | 6 | 6 |
| Virginia | 5 | 1 |
| West Virginia | 2 | 0 |
| **TOTAL** | **71** | **33** |

*TABLE 4*

**DISTRIBUTION OF TRADITIONALLY NEGRO INSTITUTIONS OFFERING GRADUATE PROGRAMS, 1966-67**

| *State* | *Public Institutions* | *Private Institutions* | **Total** |
|---|---|---|---|
| Alabama | 2 | 1 | 3 |
| Florida | 1 | 0 | 1 |
| Georgia | 1 | 2 | 3 |
| Louisiana | 1 | 1 | 2 |
| Maryland | 1 | 0 | 1 |
| Mississippi | 1 | 0 | 1 |
| North Carolina | 2 | 0 | 2 |
| South Carolina | 1 | 0 | 1 |
| Tennessee | 1 | 2 | 3 |
| Texas | 2 | 0 | 2 |
| Virginia | 1 | 1 | 2 |
| **TOTAL** | **14** | **7** | **21** |

*TABLE 5*

**SOURCES OF EDUCATIONAL AND GENERAL (E&G) INCOME FOR ALL INSTITUTIONS AND FOR TRADITIONALLY NEGRO INSTITUTIONS, PUBLIC AND PRIVATE, IN THE UNITED STATES, 1963-64***

| | Public Institutions | | | Private Institutions | | |
|---|---|---|---|---|---|---|
| | *Dollars in thousands, Negro Colleges* | Percentages *Negro Colleges* | *All Colleges* | *Dollars in thousands, Negro Colleges* | Percentages *Negro Colleges* | *All Colleges* |
| **TOTAL E&G** | **$61,953** | **100.0** | **100.0** | **$35,483** | **100.0** | **100.0** |
| Tuition | 10,252 | 16.5 | 13.7 | 14,092 | 40.0 | 37.7 |
| Federal govt. | 2,616 | 4.2 | 23.4 | 2,219 | 6.3 | 32.9 |
| Research | (516) | (.8) | (16.7) | (963) | (2.7) | (30.7) |
| Other | (2,100) | (3.4) | (6.7) | (1,256) | (3.5) | (2.2) |
| State govt. | 45,994 | 74.2 | 47.4 | 872 | 2.5 | 1.6 |
| Local govt. | 965 | 1.6 | 5.0 | 135 | .4 | .3 |
| Private gifts | 757 | 1.2 | 2.6 | 10,433 | 29.5 | 13.1 |
| Endowment | 24 | .04 | .6 | 5,001 | 14.1 | 7.0 |
| Other | 1,345 | 2.2 | 7.3 | 2,650 | 7.5 | 7.4 |
| **TOTAL E&G less federal funds for research** | **$61,437** | **100.0** | **100.0** | **$34,440** | **100.0** | **100.0** |
| Tuition | 10,252 | 16.7 | 16.4 | 14,092 | 41.0 | 54.5 |
| Federal | 2,100 | 3.4 | 8.0 | 1,256 | 3.6 | 3.1 |
| State govt. | 45,994 | 76.4 | 63.0 | 872 | 2.9 | 2.7 |
| Local govt. | 965 | | | 135 | | |
| Private gifts | 757 | 1.3 | 3.9 | 10,433 | 44.8 | 29.0 |
| Endowment | 24 | | | 5,001 | | |
| Other | 1,345 | 2.2 | 8.7 | 2,650 | 7.7 | 10.7 |



*As reported to the U. S. Office of Education.

*TABLE 6*

**EDUCATIONAL AND GENERAL (E&G) EXPENDITURES FOR ALL INSTITUTIONS AND FOR TRADITIONALLY NEGRO INSTITUTIONS, PUBLIC AND PRIVATE, IN THE UNITED STATES, 1963-64***

| | Public Institutions | | | Private Institutions | | |
|---|---|---|---|---|---|---|
| | *Dollars in thousands, Negro Colleges* | Percentages *Negro Colleges* | *All Colleges* | *Dollars in thousands, Negro Colleges* | Percentages *Negro Colleges* | *All Colleges* |
| **TOTAL E&G** | **$59,628** | **100.0** | **100.0** | **$33,519** | **100.0** | **100.0** |
| General administration and general expense | 10,088 | 16.9 | 11.1 | 7,864 | 23.5 | 15.4 |
| Instruction, departmental research | 33,498 | 56.2 | 40.6 | 15,748 | 47.0 | 33.5 |
| Libraries | 2,998 | 5.0 | 3.3 | 1,577 | 4.7 | 3.2 |
| Plant operation, maintenance (O&M) | 9,971 | 16.7 | 9.3 | 4,619 | 13.8 | 9.5 |
| Organized research | 557 | .9 | 22.1 | 1,355 | 4.0 | 32.3 |
| Other | 2,516 | 4.2 | 13.6 | 2,356 | 7.0 | 6.1 |
| **TOTAL E&G less organized research** | **$59,071** | **100.0** | **100.0** | **$32,164** | **100.0** | **100.0** |
| General administration and general expense | 10,088 | 17.0 | 14.2 | 7,864 | 24.4 | 22.8 |
| Instruction, departmental research | 33,498 | 56.7 | 52.1 | 15,748 | 49.0 | 49.3 |
| Libraries | 2,998 | 5.1 | 4.2 | 1,577 | 4.9 | 4.8 |
| Plant O&M | 9,971 | 16.9 | 12.0 | 4,619 | 14.4 | 14.1 |
| Other | 2,516 | 4.3 | 17.5 | 2,356 | 7.3 | 9.0 |

** As reported to the U. S. Office of Education.*

*TABLE 7*

**SOURCES OF EDUCATIONAL AND GENERAL (E&G) INCOME, BY PERCENTAGE, FOR PUBLIC AND PRIVATE TRADITIONALLY NEGRO INSTITUTIONS, 1963-64 AND 1965-66***

| | Public Institutions | | Private Institutions | |
|---|---|---|---|---|
| | *1963-64* | *1965-66* | *1963-64* | *1965-66* |
| **TOTAL E&G** | **100.0** | **100.0** | **100.0** | **100.0** |
| Tuition | 16.5 | 18.4 | 44.4 | 45.4 |
| Federal government | 4.2 | 7.9 | 4.2 | 10.2 |
| Research | (.8) | (1.1) | (1.9) | (2.4) |
| Other | (3.4) | (6.8) | (2.3) | (7.8) |
| State government | 74.2 | 70.3 | 2.4 | 3.5 |
| Local government | 1.6 | .3 | .6 | .2 |
| Private gifts | 1.2 | .8 | 31.2 | 25.3 |
| Endowment | .04 | .0 | 14.3 | 11.3 |
| Other | 2.2 | 2.3 | 3.0 | 4.1 |
| **TOTAL E&G less federal research** | **100.0** | **100.0** | **100.0** | **100.0** |
| Tuition | 16.7 | 18.6 | 45.2 | 46.5 |
| Federal government (less research) | 3.4 | 6.9 | 2.3 | 8.0 |
| State and local governments | 76.4 | 71.4 | 3.1 | 3.8 |
| Private gifts and endowment | 1.3 | .8 | 46.4 | 37.5 |
| Other | 2.2 | 2.3 | 3.0 | 4.2 |



*Based on reports from 26 public and 24 private institutions.